

***Integrated Performance
Monitoring Report
Sustainability Report
Performance Period April 2003-June 2003***

July 2003

STATE OF HAWAII
Department of Education
Department of Health
Child and Adolescent Mental Health Division
Early Intervention Section

Integrated Performance Monitoring Report

Department of Education Department of Health April 2003 – June 2003

Introduction

This is the third Quarterly Report submitted by the State of Hawaii pursuant to the September 10, 2002 court order in the Felix Consent Decree. It covers the fourth quarter, April 2003 - June 2003. This report continues to use the most recent data available regarding the system, in accordance with agreements made at the March 7, 2003, Status Conference.

This report provides information necessary to verify the maintenance of the infrastructure developed and procedures implemented to achieve substantial compliance with the Felix Consent Decree. Information contained in this quarterly report is consistent with the Sustainability Plan submitted to court and agreed upon in discussions with the Court Master and Court Monitor and reflects the commitment of both Departments to the use of regular performance monitoring to maintain and improve the delivery of educational and mental health services to those children and youth in need of such services to benefit from their educational opportunities.

The Departments are required to show evidence of the following:

“(133) A sustainable system of education for children with special needs must include the following four components:

(134) The system must continue to hire and retain qualified teachers and other therapeutic personnel necessary to educate and serve children consistently

(135) The system must be able to continue to purchase the necessary services to provide for the treatment of children appropriate to the individual needs of the child.

(136) The system must be able to monitor itself through a continuous quality management process. The process must detect performance problems at local schools, family guidance centers, and local service provider agencies. Management must demonstrate that it is able to synthesize the information regarding system performance and results achieved for students that are derived from the process and use the findings to make ongoing improvements and, when necessary, hold individuals accountable for poor performance.

(137) The system must be able to ensure teachers, therapists, and other support staff to continue their professional development and improve their skills and knowledge of effective educational and therapeutic methods and techniques.”

(Revised Felix Consent Decree, July 31, 2000, page 20)

During this report period a number of events have transpired.

- A Status Conference was held on June 10, 2003.
- The Department of Education submitted two special reports; An Analysis of Requests for Impartial Hearings and An Action Plan for Improving 60-day Timeline Performance.
- The Waianae Complex “Status Report” conducted, following the successful Service Testing Review in December 2002, was not acceptable and will require additional actions on the part of the State.
- The 2003 Legislative Session passed and the Governor signed the FY03-04 budgets for both departments.

Summary of Overall Performance

During this final quarter of the school and fiscal year, the Departments continued to provide supports and services to students in need of such services in accordance with applicable Federal and State laws, rules, and regulations and Federal Court Orders. Planning and targeted responses to specific individual or systems concerns ameliorated the impact of uncertainty created by the aforementioned major events

In short, the Departments continue to have the following:

- Sufficient numbers of qualified professionals adequately distributed to meet student needs and capacity development statewide,
- A comprehensive array of supports and services necessary to identify and provide individual specific supports and services,
- Adequate funding to implement necessary programs and maintain infrastructure and capacity,
- Improving information management systems to assist administrators at all levels identify and respond to system performance issues, and
- Increasingly refined and effective internal monitoring activities implemented statewide that assess system performance.

Overall, key indicators of system performance continue to improve and/or demonstrate consistent infrastructure and delivery of services. The DOE has completed foundation work, i.e., DOE contracts for service delivery, in preparation for the next fiscal year. Implementation evidence is beginning to appear as a result of improvements in the further standardization of the Peer Review and Quality Assurance procedures.

System response to performance monitoring is increasingly producing focused detailed action plans in response to areas identified for improved performance. Namely, monitoring is identifying performance issues specific to complex, schools, or programs rather than statewide. This function is greatly enhanced through an established consistent process for monitoring and quality assurance in each complex, complex area or district that has been implemented statewide.

The Departments continue to improve access to the system, the quality of services delivered, maintenance of service-delivery infrastructure, and student outcomes.

System Response

In order to continue demonstration of sustainability of results and further strengthen the service delivery system, the Departments must address a number of fundamental areas. Briefly outlined below are the areas and their impact on the system.

Integration of System Monitoring Activities within Organizational Operations

While the Performance, Internal Review, and program specific evaluation data are routinely conducted, their integration into and support of the larger departmental mission, initiatives, and operations has not been completed in all Departments. Administrators, teachers, and service delivery personnel at all levels of the Departments must appreciate the data collection and processes necessary to sustain a system of supports and services for children with special needs. The data collection and processes must be viewed as vital supports to their successful completion of individual responsibilities. Department of Education, because of its scale of operations, will need specific strategies to further the use of system monitoring data to identify needed improvements.

Quality Assurance (QA) and Peer Review (PR) Process

The departments have disseminated detailed information regarding the QA/PR statewide framework, including details regarding purpose and expected products. The full effective implementation of QA/PR continues to be critical to the attainment of improved student functioning and high levels of system performance. The responsibility for implementation and oversight for local level quality assurance and peer review, including integration with the Internal Reviews and other aspects of continuous quality monitoring and improvement is clarified, but implementation has not yet demonstrated sufficient quality or consistency in all areas. Regular QA/PR meetings employing the framework are occurring, however, in a number of complex-areas and districts. Additionally, the State-level QA Committee meets monthly to address issues surfaced through analysis of performance data, and has recently completed a formal interagency study on youth in community-based residential and community-based instructional programs. These findings are discussed below.

Internal Review Process

The Departments have taken steps to improve and strengthen the Internal Review process. Full implementation of these activities is necessary to demonstrate to school communities and statewide shareholders that the Internal Review system performance data is valid, reliable, and accurately profiles the system. The rigor and integrity of the process is essential to ensuring accurate findings and meaningful improvement plans. Full discussion of the improvements being implemented by the Departments are found in the Internal Review section of this report

Highly Structured and Individualized Services for Students with Intensive Mental Health Needs

In the previous Sustainability Report, the need was identified to examine issues related to youth in highly structured and individualized settings. A case-based methodology was used through a joint study between DOE and CAMHD to examine comprehensive needs of students requiring intensive educational and mental health treatment services in highly structured settings. The qualitative review looked at a sample of fifty youth receiving services in community-based residential (CBR) and community-based instructional (CBI) programs. A key focus of the study was to determine service patterns and trends for youth transitioning into and out of these settings. A specific area of inquiry was the accuracy and adequacy of identification of needs, plans and provision of services and supports. In addition, reviewers identified barriers to successful transitions and service provision.

Preliminary review findings indicate that a large percentage of youth arrived at CBR services either through court orders and/or referrals from care coordinators following unsuccessful interventions. Youth transitioned to CBR programs from a variety of settings including other treatment facilities, family homes, and detention or correction facilities. Youth arrived at CBI programs primarily through referrals from teachers, and IEP teams following unsuccessful classroom-based behavioral interventions. Most of the students in CBI settings entered from their home schools. All of the youth reviewed came from special education classrooms, and most from fully self-contained classrooms.

The majority of the youth reviewed in both CBR and CBI were achieving desired results and making notable gains on targeted behaviors while in those programs. In cases where desired results were not being achieved, youth had run from the program, signed out, or were recently admitted and thus it was too early in treatment to determine progress. An important area of inquiry addressed transition plans and whether discharge plans identified the needed services and supports for the youth. Transition plans were assessed for a long-term approach that would move youth to the achievement of goals versus addressing only the immediate transition. Initial findings indicate that roughly half of youth discharged from a CBR program and a third of youth discharged from CBI programs had acceptable transition plans. A larger percentage experienced successful transitions. Preliminary analysis is showing that about two thirds of youth discharged from CBR settings had the necessary services available to address their needs.

Very early recommendations and suggestions for improvement of the study are to enhance communication and engagement between team members and schools, and to address staff vacancies in schools that may be impacting successful transitions that allow students to remain in the school setting. Additionally, it appears that a full range of available supports for youth discharged from these more restrictive settings is a primary barrier to facilitating smooth and successful transitions. Because data from this study is at a preliminary stage of analysis, these findings need more careful review before full recommendations can be made. The review does represent one of the first quality assurance studies emanating from the State-level Quality Assurance Committee, and dissemination of findings and recommendations will be forthcoming from this group upon full analysis of the data.

Improved Action Planning

The best data collection and analysis will not improve system performance and student outcomes if it does not lead to changes in organizational and individual behavior in delivering services and supports to students. As the system continues to grow and sophistication of data collection and analysis increases, similar growth in the area of improved action plan management must occur. Improvement processes need carefully managed accountability processes in order to bear full fruit and avoid the phenomenon of “forgotten initiatives.” This is true at all levels of service delivery in the Departments beginning with accountability for actions in complex improvement plans and moving to larger scale delivery systems.

Report Format

Following this brief introductory overview, the report format is as follows. The second section reports on the results of Internal Reviews conducted by the DOE and DOH during the quarter. Complex and Family Guidance Centers conduct this performance evaluation through data and record reviews and individual case studies.

The third section reports presents information specific to the DOE. This section has two major sections: Infrastructure and Performance.

The fourth section contains information specific to the Department of Health (DOH). Within this section are reports from Child and Adolescent Mental Health Division and Early Intervention.

Within each of the sections, primarily in the summary, the Departments include their specific commitments to address issues that are identified. For issues related to Integrated Performance Monitoring, both Departments make the improvement commitments jointly.